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UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS:

REPORT FOR 1993-1994 AND PROPOSED PROGRAMMES AND BUDGET FOR 1995

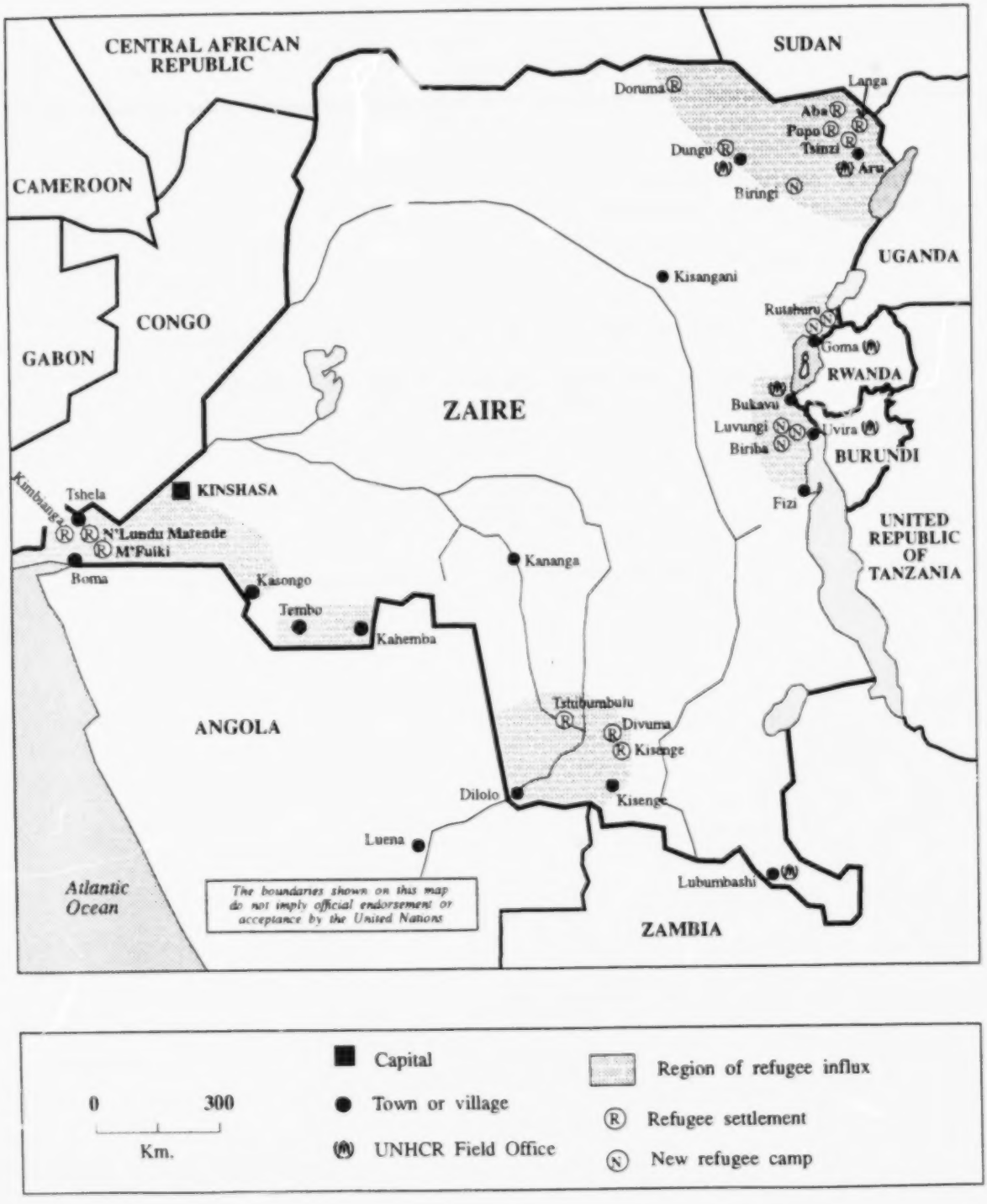
PART I. AFRICA

Section 22 - Zaire

(submitted by the High Commissioner)

GE.94-03547 (E)

ZAIRE


CENTRAL AFRICAN REPUBLIC
SUDAN
CAMEROON
CONGO
GABON
ZAIRE
UGANDA
RWANDA
BURUNDI
UNITED REPUBLIC OF TANZANIA
ANGOLA
ZAMBIA
Atlantic Ocean
KINSHASA
Doruma
Langa
Aba
Popo
Tsinzi
Dungu
Aru
Biringi
Kisangani
Rutshuru
Goma
Bukavu
Luvungi
Uvira
Biriba
Fizi
Tshela
Kimbanga
N'Lundu Matende
M'Fuiki
Boma
Kasongo
Tembo
Kahemba
Kananga
Tshubumbulu
Divuma
Kisenge
Dilolo
Luena
Lubumbashi
The boundaries shown on this map do not imply official endorsement or acceptance by the United Nations
0
300
Km.
Capital
Town or village
UNHCR Field Office
Region of refugee influx
Refugee settlement
New refugee camp

I.22 ZAIRE

Country Overview

Characteristics of the refugee population

1. At 31 December 1993, the total refugee population in Zaire was 486,791 persons, 52 per cent of them UNHCR-assisted. Most of these refugees are from a rural background. The proportion of women and children under 18 in the total refugee population in Zaire is 79 per cent. The breakdown for the assisted and non-assisted population at 31 December 1993 is shown in the following table:

Country of origin	Number 31.12.92	Number 31.12.93	Percentage M/W/C	Place	Type of assistance for 1993
Angola	197 954	46 000 161 286	21/23/56	Bas-Zaire Shaba Kinshasa	LS Not assisted
Burundi	9 476	85 279 5 793	32/22/46	South Kivu	CM, RP Not assisted
Uganda	21 085	16 973 4 781	21/23/56	Haut-Zaire	CM Not assisted
Rwanda	50 929	1 252 52 238	31/25/44	North Kivu	CM Not assisted
Sudan	109 373	100 994 10 225	21/23/56	Haut-Zaire	CM Not assisted
Zambia	1 989	1 573	21/19/60	Shaba	Not assisted
Other	323	393 4	20/27/53	Urban areas	CM, LS, RP RE Not assisted

Major developments (1993 and first quarter 1994)

2. The deterioration in the political situation in Burundi in 1993 and the tragic deaths of the Presidents of Burundi and Rwanda on 6 April 1994 led to the arrival in north and south Kivu of large numbers of refugees from Burundi and Rwanda. The first influx in 1994 was handled by UNHCR under the multisectoral emergency operation. Additional sites were placed at UNHCR's disposal by the local authorities for the new refugees. A second massive influx of about 1,700,000 Rwandese refugees in July 1994 into north and south Kivu called for an even larger emergency aid programme. Since the situation in Rwanda is explosive, this paper will be updated in September 1994 to provide accurate details about the proposed levels of assistance.

Programme objectives and priorities

3. The deterioration in the social and economic situation, the widespread insecurity, the very tense political climate, the hyper-inflation following the monetary reform in October 1993 and the massive influx of Rwandese refugees will disrupt the implementation of the activities that UNHCR's Regional Office wanted to undertake to assist the refugees in Zaire. Consequently, the Regional Office's priorities are, first, to meet the needs of the hundreds of thousands of new refugees from Rwanda, and second, to direct the assistance programmes for the Angolan, Sudanese, Ugandan, Zambian and urban refugees towards consolidation of the self-sufficiency activities embarked on in 1993 and to promote the return of refugees who can and want to return.

Angolan refugees: Kinshasa, Bas-Zaire and Shaba

4. The priority objective will be to continue the local settlement programme. Most of the refugees should reach some degree of self-sufficiency and those who have been particularly affected by the indefinite postponement of the voluntary repatriation programme should be given assistance to enable them to live in decent conditions. However, they will still be largely dependent on food assistance.

5. In Shaba, along with food assistance by the World Food Programme (WFP), which will continue in 1994, UNHCR will be discussing with the Southern Railways Office (OCS) ways and means to improve conditions to transport food. For the Kinshasa and Bas-Zaire regions, where the Angolan refugees do not receive WFP food assistance, negotiations are under way with other potential donors, including the European Union (EU), to cover their food needs. Income-generating micro-projects started in late 1993, more particularly agro-pastoralist activities, will be developed in 1994 and 1995.

Sudanese and Ugandan refugees: Haut-Zaire

6. The aim of the UNHCR Regional Office is to transfer the Sudanese refugees in the Aba and Dungu zones away from the border so as to cut down the risk of attacks by rebels from Sudan.

7. Except for the 5,000 newly arrived Sudanese refugees, food self-sufficiency for the refugees in the Aru zone should be reached by late 1994. In contrast, for those in the Aba and Dungu zones, the objective will be to develop the agricultural sector to enable them to be self-supporting as far as food is concerned.

8. In the case of the Ugandan refugees, a large majority of whom want to return to Uganda, the tripartite agreement between Uganda, Zaire and UNHCR will be signed in July 1994. The aim of the Regional Office is to implement the return of these refugees and to facilitate their reintegration.

Rwandese refugees: North Kivu

9. The massive influx of Rwandese refugees into neighbouring countries has entailed a major emergency aid programme in the region. Since the situation

in Rwanda is explosive, this paper will be updated in September 1994 to provide accurate details of the proposed levels of assistance for 1995.

Burundi refugees: South Kivu

10. The coup d'état in Burundi on 21 October 1993 led to a massive influx of Burundi refugees into the province of South Kivu. The aim of the Regional Office is to switch over from emergency aid to assistance for local settlement, by covering shelter, water and health needs and sanitation at the new sites. Activities in education and agriculture will be developed to help most of the refugees to achieve prompt food self-sufficiency.

Zambian refugees: Shaba

11. In 1993, nearly 2,000 Zambian refugees in Shaba said they wanted to return to Zambia. As a result of an allocation of $239,900 for their voluntary repatriation, the Regional Office's objective is to complete the repatriation in the course of 1994.

Urban refugees

12. Assistance projects will continue to be implemented in 1994 and 1995 to cover the requirements of the neediest urban refugees in Kinshasa, Lumumbashi, Goma and Bukavu.

Arrangements for implementation/related inputs

13. There have been very few non-governmental organizations (NGOs) in Zaire because of the political and socio-economic crisis and the widespread insecurity, which prevent them from setting up and operating normally. Before the massive influx of Rwandese refugees, the Dioceses and the Churches therefore remained UNHCR's main operational partners.

Kinshasa

14. The Regional Office in Kinshasa is still cooperating with the Church of Christ in Zaire (ECZ) in implementing the local settlement, education and supplementary aid projects for the most vulnerable urban refugees. The Kinshasa Agricultural Development Centre handles the agro-pastoralist sector for 30 refugee families from a rural background.

Bas-Zaire

15. Cooperation with the United Nations Children's Fund (UNICEF) is envisaged for 1994 in the health, education and nutrition fields, to cover the specific needs of women and children throughout the subregion of the lower area of the river. An accord has just been signed with the International Federation of Red Cross and Red Crescent Societies (IFRC), which will cover activities in the fields of transport, health, education and agriculture in the subregions of the Falls and the Lukaya.

Shaba

16. In view of the difficulty in finding an operational partner, the local settlement project will continue to be implemented by the Sub-Office. Project personnel management will be assigned to the United Methodist Church and the health sector to Médecins sans Frontières (MSF) Belgium. Education will be handled by the Dioceses of Kolwezi. WFP has been called on to provide food assistance in 1994. For 1995, the food assistance for 15,000 Angolans in Shaba is to be renegotiated with WFP, and implementation of the health sector with MSF Belgium.

Haut-Zaire

17. The ECZ in Aru and the Diocese of Mahagi in Aba and the Diocese of Dungu in Dungu will continue to be UNHCR's operational partners. The possibilities of cooperation with MSF France for the Aba zone will be examined.

North Kivu

18. The Diocese of Goma, through Caritas, was initially scheduled to continue to provide care and maintenance assistance to the Rwandese refugees. However, the massive influx of Rwandese refugees is such that many operational agencies have had to be tapped to join in the relief operations.

South Kivu

19. Partnership agreements will be signed with the Diocese of Ulvira and MSF Netherlands for aid in the health sector and in food distribution and to promote local settlement activities. More NGOs such as Médecins du Monde (MDM), Pharmaciens sans Frontières (PSF), OXFAM and CARE arrived after the influx of refugees from Burundi. Some 4,500 tonnes of food costing an estimated $2,033,000 were mobilized by WFP up to June 1994. UNICEF contributions for supplementary food are expected by the end of the year. The EU has allocated $540,800 for local food purchases.

General Programmes

(a) Variations in planned activities in 1993

20. The implementation of UNHCR activities was disrupted by the country's political crisis and the disorganization of State structures. Major consequences of the monetary reform in October 1993 were a shortage of some essential articles and hyperinflation. The cost resulting from the arrival of 5,000 Sudanese refugees was covered by the care and maintenance project for the provision of shelter, domestic utensils, health care and water.

21. The assistance programme in Haut-Zaire, where 133,000 Ugandan and Sudanese refugees are located, was disrupted by the insecurity in the region. Communications difficulties owing to the state of the roads were overcome thanks to repair work on 17 bridges done by UNHCR in 1993.

22. In the absence of a tripartite agreement between Zambia, Zaire and UNHCR, Zambian refugees of the Lumpas sect could not be repatriated in 1993. Nevertheless, 155 refugees were repatriated on the basis of special arrangements between the Regional Office, the UNHCR Office in Lusaka and the Zambian Government.

Crisis in Burundi

23. Following the failure of the coup d'état on 21 October 1993 in Burundi, the voluntary repatriation operation for Burundi refugees was broken off and there was a large-scale influx of about 50,000 refugees from Burundi into Zaire. To cope with these refugees' urgent needs, an amount of $686,500 was incurred against the Emergency Fund, pending an in-depth evaluation of the situation. With this assistance it was possible to supply medicines, drinking water, blankets, jerrycans, tents, plastic sheeting and cooking utensils. The assistance also covered transport and logistics costs. Local food purchases were made on behalf of WFP. UNICEF participated in building wells.

(b) 1994 planned implementation

Urban refugees

24. Grants and one-time aid to urban refugees have been reviewed in the light of the social and economic situation in each town and city.

Zambian refugees

25. Once the tripartite agreement between Zaire, Zambia and UNHCR has been signed, a start can be made on repatriating the 2,000 Zambian refugees.

Ugandan refugees

26. The voluntary repatriation operation for Ugandans who have expressed the wish to return will be organized as from July 1994. Funds are to be allocated to cover their transport to Zaire and reintegration assistance in Uganda.

Sudanese refugees

27. The settlement of 5,000 newly-arrived Sudanese refugees on the Biringi site in Haut-Zaire was completed in the first quarter of 1994. In view of the insecurity and the inadequate food supplies, there were substantial movements of refugees away from the Dungu sites to Aba and Biringi and even to Uganda. Arrangements have been made by UNHCR and WFP for regular food supplies to Dungu and to rehabilitate the road infrastructure between Dungu and Aru. Until the refugees reach food self-sufficiency, the joint UNHCR/WFP mission in late March 1994 recommended a six-month extension of WFP food aid for the refugees in Biringi, Aba and Dungu and a one-year extension for those in Doruma. The Sudanese refugees in the Aba and Doruma zones will be moved to sites away from the frontier in the second half of 1994.

Burundi and Rwandese refugees

28. The events in Bujumbura, Burundi, in March 1994 led approximately 30,000 Burundi refugees to join the 50,000 Burundi refugees already in the Uvira zone. About 20,000 other Burundi refugees who had previously found asylum in Rwanda took refuge in Zaire, fleeing the civil war in Rwanda. To cope with the needs of the new Rwandese and Burundi refugees, an initial amount of $700,000 was incurred against the Emergency Fund for 1994 in order to provide tents, blankets, light vehicles and cooking utensils. Subsequent events have necessitated larger budget allocations under the Special Programmes.

(c) 1995 programme proposals

Care and Maintenance

Ugandan and Sudanese refugees

29. To help the neediest refugees still dependent on UNHCR aid and particularly the 5,000 Sudanese recently placed at the Biringi site, self-sufficiency activities will be encouraged in 1995. For this purpose, the proposed allocation for 1995 should make it possible to develop farming activities by supplying seed and implements. It should also allow existing infrastructures to be improved and provide suitable medical assistance to refugees located at the Popo, Keiro, Tsingi, Biringi and Langa sites in the Aru zone.

30. Supplies of medicines will be increased in the Dungu and Feradje zones. With the support of the Diocese of Dungu, UNHCR's operational partner, which has 200 beds, and the Aba hospital, which will take in about 2,000 refugees in the course of 1995, medical assistance will be fully provided. Maintenance of the tracks from the sites to the main roads and the repair of some bridges for vehicles will be taken over by UNHCR.

31. Assistance for education will continue in 1995. In addition to the purchase of textbooks, school supplies and uniforms, it is intended to repair the schools that have suffered most damage.

32. Non-farming activities will be more closely supervised. Vocational training classes will be given for carpentry, sawmilling, metalworking and sewing. Funds are set aside to purchase sewing machines.

Burundi refugees

33. Although assistance to Burundi refugees located in south Kivu is provided under a special programme, limited assistance to the 20,000 Burundi refugees who were initially to stay in Zaire has been included in the initial estimates for 1995. The situation will be reviewed in September 1994.

34. The breakdown for the care and maintenance allocations for 1994 and 1995 is as follows:

Sector	Initial 1994	Revised 1994	Proposed 1995
A. Food	46 000	30 485	6 000
B. Transport/logistics	322 000	337 851	451 800
C. Domestic needs	35 000	33 959	21 550
D. Water	3 000	-	36 230
E. Sanitation	5 000	1 000	7 500
F. Health/nutrition	108 000	133 110	214 410
G. Shelter/infrastructure	14 200	17 000	45 000
H. Community services	5 000	-	7 000
I. Education	204 000	172 781	217 800
J. Agriculture	102 900	99 993	200 560
K. Livestock	13 000	1 550	7 250
L. Income generation	40 000	30 267	37 930
M. Legal assistance	7 000	1 300	-
N. Agency operational support	89 800	82 304	124 770
TOTAL	994 900	941 600	1 377 300

Voluntary repatriation

35. It is estimated that about 1,000 individual cases involving various nationalities could be repatriated from Zaire in 1995 and the countries covered by the Kinshasa Regional Office, namely Congo, Gabon and Chad. An allocation under the regional repatriation programme will cover their needs.

Local settlement

36. The proposed budget for 1995 should enable 60 per cent of the Angolan refugees to become self-supporting, pending an opportunity for repatriation. To this end, income-generating activities will be developed in the agro-pasturalist and handicrafts fields. It is intended to transfer a large number of the 8,000 urban refugees who now receive individual assistance in the towns and cities of Kinshasa, Lubumbashi, Bukavu and Goma to the countryside, where they can take up an activity under the project. Support for primary and secondary education and vocational training at special institutes will be strengthened.

Resettlement

37. Resettlement of "high risk" cases in the countries of first asylum, resettlement of vulnerable groups, particularly women and children, resettlement by employment at the regional level, along with family reunion, are the four major resettlement activities planned for 1995. Relations with the diplomatic and consular missions concerned will therefore be intensified. Resettlement for refugees whose first country of asylum is Congo, Gabon, Chad or Zaire will be covered by the Kinshasa Regional Office's regional project.

Special Programmes

Education Account

38. Aid in the form of scholarships was granted to 110 refugees to enable them to continue university studies in the 1993-1994 academic year. The same type of assistance will be granted to 120 students in 1994-1995 and 110 in 1995-1996.

Emergency aid Burundi/Rwanda

(a) Variations in planned activities in 1993

39. The events in October 1993 in Burundi led many people to take refuge in the bordering province of south Kivu, in Zaire. By the end of 1993, they totalled 50,000. After an amount incurred against the Emergency Fund in 1993, UNHCR launched an appeal in November 1993 to collect $17.1 million to cover three months' assistance to the 600,000 Burundi refugees who had fled to neighbouring countries. The relief supplies included shelter and cooking utensils, which were purchased immediately, while the health, sanitation and water supply programmes were implemented by a small number of agencies. The drinking water supply was a major problem partly solved by an increase in the number of sources of water of better quality as a result of systematic chlorination. Selection of sites also posed many problems and many refugees moved in with the local population. Foodstuffs were purchased locally by operational partners to whom UNHCR advanced funds which will later be reimbursed by WFP.

(b) 1994 planned implementation

40. Pending selection of all the sites able to receive the new Burundi refugees arriving from Burundi in March 1994 and the Burundi and Rwandese refugees arriving from Rwanda in April 1994, a provisional estimate of the initial needs for these refugees was included in the appeal for funds in May 1994. The appeal, which covers refugee needs for three months in all the countries concerned, namely, Burundi, Rwanda, Tanzania, Uganda and Zaire, amounts to $56.7 million.

41. In 1994, the focus will be on consolidating the progress made in the emergency operation for prompt local settlement of the Rwandese and Burundi refugees who have decided to stay in Zaire, by means of supplies of food and shelter, rehabilitation of water supply facilities, sanitation and health care at the new sites. After a strict appraisal of the situation and refugees'

needs, an appeal for funds for this assistance up to the end of the year will be made in July 1994 (see Overview of Developments in Africa and Regional Special Programmes).

42. On 13 July 1994, a massive wave of Rwandese refugees started to move into north and south Kivu. A week later, the number of new refugees seeking asylum in Zaire was estimated at 1,700,000. The emergency programme had to be very considerably expanded. The additional financial needs are now being evaluated and will be submitted to donors in late July.

(c) 1995 programme proposals

Rwandese refugees

43. The emergency aid programme will be updated to supply accurate details on the levels of assistance proposed for 1995.

Programme delivery and administrative support costs

(a) Variations in planned activities in 1993

44. The insecurity in Haut-Zaire was the main obstacle to normal activities in the region and led UNHCR to maintain the international staff from the Dungu and Aru offices at Arua, in Uganda.

45. The reduced operations of the UNHCR offices in Haut-Zaire and the fact that the international posts in Kinshasa and Lubumbashi were not filled explain the lower level of expenditure than estimated for 1993.

46. On the other hand, high administrative costs in the last quarter of 1993 were covered out of the Emergency Fund following the crisis in Burundi and the massive arrival of Burundi refugees in the province of Kivu. UNHCR had to strengthen its presence and created 12 posts (4 international, 8 local), as from 1 January 1994, to perform tasks previously done by mission staff. Moreover, the Bukavu office was converted into a sub-office. The post of Logistics Officer was reclassified as Sub-Office Chief. The missions of the emergency team, the purchases of vehicles and office and communications equipment led to increased expenditure.

(b) 1994 planned implementation

47. The increase in the number of Burundi and Rwandese refugees in north and south Kivu meant that the field offices in the province of Kivu had to be strengthened. Apart from the Bukavu sub-office, a unit was opened in Uvira, in the Ruzizi plain, to cope better with the needs of the Burundi refugees. Three international staff posts and 11 local staff posts were created as from the second half of 1994, in addition to those created as from 1 January 1994. Another sub-office was opened in Goma, in north Kivu, after the emergency task force was deployed in Goma in April 1994. For closer follow-up and supervision of the programmes for the Rwandese refugees, 4 international staff posts and 10 local staff posts were created as from June 1994.

48. In view of the security problems in Haut-Zaire and programme implementation difficulties in Dungu, it was decided to review UNHCR's presence in that town, and to consider reopening the Aru field office, where security conditions are better. Monitoring and follow-up of the activities in Aba and Dungu will thus be provided by regular missions.

49. For better follow-up of the programmes for the Angolan refugees in Shaba, it was decided to strengthen UNHCR's presence by creating three local staff posts (a programme assistant, a secretary and a guard) in Kisenge, close to the sites where the Angolan refugees are located. Lastly, the local staff at the Kinshasa Regional Office was strengthened by two new posts, a secretary and a guard, as from 1 June 1994. A decision was made to create a post for a driver as from 1 January 1994.

(c) 1995 programme proposals

50. In May 1994 it was expected that the various measures taken under the emergency aid programme for the Burundi and Rwandese refugees in Kivu would help to stabilize the situation by the end of 1994. It was none the less envisaged that half of the posts created for the Bukavu and Uvira sub-offices would be discontinued by the end of April 1995 and that all the posts in the Goma sub-office would be discontinued by the end of June 1995. The impact of doing away with these posts is reflected in the reduced allocation under the Special Programmes for 1995. However, developments in the situation in Zaire will entail further adjustments in programme delivery costs and a change in the sources of funds. The current General Programmes allocation for programme delivery costs has been reduced because of fewer purchases of equipment in 1995.

UNHCR EXPENDITURE IN ZAIRE

(in thousands of United States dollars)

1993	1994		1995	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1993 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
GENERAL PROGRAMMES (1)				
686.5	–	700.0	EMERGENCY FUND	–
1,748.6 a/	2,304.7	941.6	CARE AND MAINTENANCE	1,377.3
69.8 b/	–	239.9 e/	VOLUNTARY REPATRIATION	–
2,754.4 c/	1,742.3	1,495.4	LOCAL SETTLEMENT	1,720.8
15.6 d/	–	–	RESETTLEMENT	–
–	–	2,876.8	PROGRAMME DELIVERY See Annexes I a and II a	2,742.5
5,274.9	4,047.0	6,253.7	SUB-TOTAL OPERATIONS	5,840.6
1,125.2	1,157.8	275.1	ADMINISTRATIVE SUPPORT See Annexes I b and II b	280.0
6,400.1	5,204.8	6,528.8	TOTAL (1)	6,120.6
SPECIAL PROGRAMMES (2)				
259.9	257.7	257.7	EDUCATION ACCOUNT 110 university scholarships	257.7
101.1	85.3	–	ANGOLAN REPATRIATION	–
		141.7	PROGRAMME DELIVERY See Annexes I a and II a	128.8
508.5	–	8,882.5	BURUNDI / RWANDA EMERGENCY	*/
–	–	1,868.2	PROGRAMME DELIVERY See Annexes I a and II a	1,025.4
0.2	–	–	OTHER TRUST FUNDS	–
58.9	36.6	72.0	ADMINISTRATIVE SUPPORT Junior Professional Officer	37.0
928.6	379.6	11,222.1	TOTAL (2)	1,448.9
7,328.7	5,584.4	17,750.9	GRAND TOTAL (1+2)	7,569.5

a/ of which US$ 1,649 incurred against Overall Allocation
b/ of which US$ 1,760 incurred against Overall Allocation
c/ of which US$ 2,373 incurred against Overall Allocation
d/ of which US$ 8,562 incurred against Overall Allocation
e/ allocated from the General Allocation for Voluntary Repatriation
*/ requirements not yet known